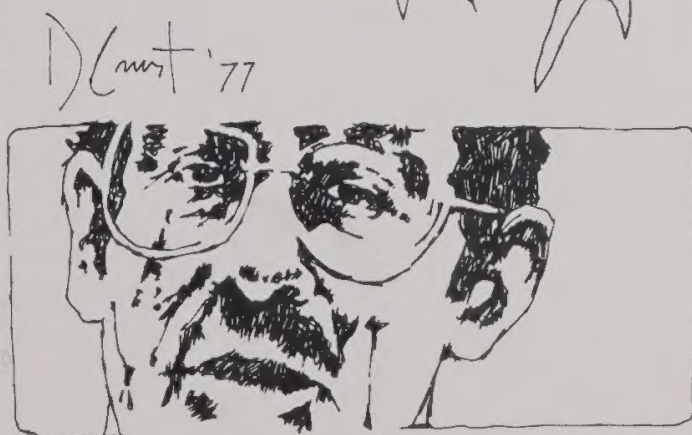
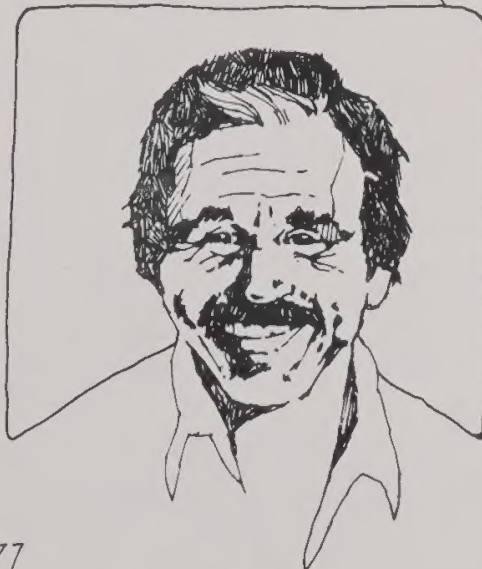
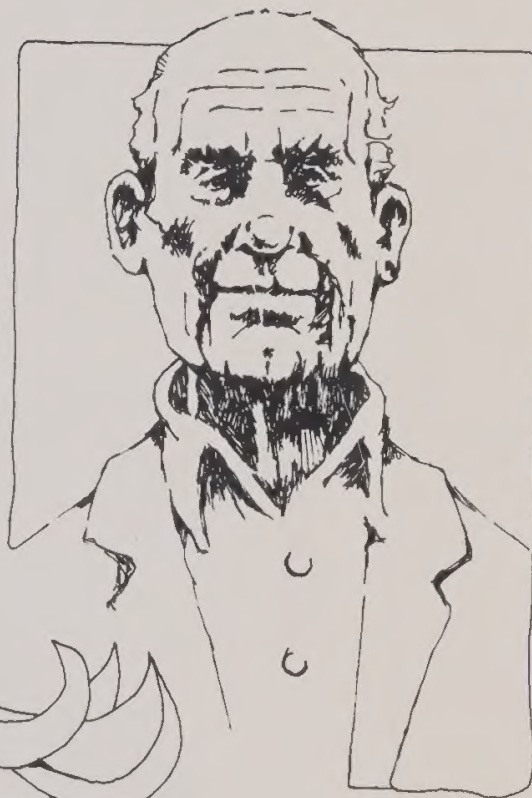




THE CITY OF POMONA
Comprehensive General Plan
Human Resources Element





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Human Resources Element

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PREPARED BY

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Human Resources Element

INTRODUCTION

Without people there can be no community. Indeed then, one of the key ingredients in the existence and functioning of a city is the people. It is the people who live in the city that set the mood and tone of the place. The buildings merely reflect this mood. Thus, if the people are dynamic, happy, proud, prosperous and united, it is reflected in a general sense of well being which permeates the physical environment. If, on the other hand, there is social unrest and discontent, it is often reflected by an air of neglect. It is, of course, inadequate in such a case merely to treat the symptom — the physical neglect. What is needed also is to treat the cause — the underlying social conditions and problems.

Pomona, in some respects, fits into the latter example. Several basic changes in the social strata of the community were evidenced. Most significantly, during the decade of the nineteen sixties, there was a large increase of the non-white population. By the 1970 Census, minority races in the City comprised approximately 30% of the population. They included black, Mexican-American and others. The increase in the black population was particularly large. It amounted to over 1000% and marked a major change in the racial makeup of Pomona.

The City was not prepared in the sixties to handle this sudden change in population makeup. It was unable to meet the needs of the incoming population in terms of services and facilities. There were many who tried to believe Pomona was still a citrus community, and that others in surrounding towns were still primarily dependent on Pomona for much of their needs. It was difficult for many to adjust to these changes. The decade of the sixties saw the symptoms of racial and social problems both in the schools and in the physical environment. There was the proliferation of vacant and abandoned homes, the decline of the Central Business District's Mall, and the near complete closing of at least one neighborhood shopping center.

Underlying these diverse manifestations of social and economic problems are some very basic human needs which must be answered: the need to find and hold a job; the need to receive a good education; the need to be treated with dignity; and perhaps most significant, the need to be understood by and have understanding for fellow human beings.

While the need for a coherent approach to human services has been increasingly apparent, the Federal government has been shifting its emphasis and placing more of the responsibility for their administration on local government. The impact of this shifting of responsibility is only just beginning to be felt at the local level. As yet there has been little or no clear cut identification of specific areas of responsibility. What these new policies will do to local government, which has not traditionally been involved in the area of social services, is to cast it in a role requiring considerable expertise. As the center of program administration shifts, local government will be faced with the responsibility of making key decisions about funding allocations in the area of social services. Reliable resource data and policy guidelines will be crucial.

In response to the recognition of the importance of addressing basic human needs, there is growing awareness that a truly comprehensive city plan for the future must include a consideration of human and social elements in the community, in addition to purely physical land use and economic considerations. Fortunately, the Council for the City of Pomona has recognized this need by directing the preparation of a Human Resources Element of the General Plan.

WHAT IS THE HUMAN RESOURCES ELEMENT?

The Human Resources Element of the General Plan is designed to provide the framework around which the process of social or human resource planning can be focused. The Human Resources Element serves two objectives. One, it develops a systematic process for the definition and identification of social needs. This would

include data collection, surveys, community workshops, resource identification and problem analysis. Secondly, it outlines and sets forth goals and policies of this City to assure that the human and social needs of its residents are being met and thereby allowing or helping the individual or family unit to achieve or maintain the highest level of personal independence and economic self-sufficiency. The Human Resources Element identifies roles and actions that the City could take. It represents an initial step in defining a dynamic process, which in turn will be undergoing constant refinements as it responds to the changing nature of human needs.

OVERALL GOAL OF THE HUMAN RESOURCES ELEMENT

To create the highest quality of life for all residents in the City by: striving for the highest quality of social environment and services delivery, to making them available and accessible to everyone; and removing any obstacles to the realization of each individual's full potential.

FRAMEWORK FOR AN ONGOING PROGRAM OF NEEDS ASSESSMENT

Needs assessment is perhaps the most important step in the formation of a human resources program as it enables policymakers to get an understanding of where future actions may be necessary. It provides the framework to attempt to identify the location and degree of particular social needs and aspirations for the future; it evaluates the effectiveness of those community resources established to alleviate specific social need and directs energies toward the creation of the desired social environment; and to analyze the relationship between needs and the available resources in order to provide a basis for the development of implementable policies for City action.

Community needs assessment is recognized as inherently difficult. The political body and different aspects of the community interpret and perceive needs differently. The role of the City in a needs

assessment process is to translate the differing, fragmented attitudes and feelings into a common set of understandings and conclusions. The City should not add a new voice to the chorus of viewpoints, but assist in developing a consensus in the community regarding social needs and aspirations, problems and their solutions.

Social needs and aspirations are the requirements in mankind that allow survival, existence, growth and fulfillment. Basic needs for both the individual and his family include adequate income, housing, health, education and recreation. Problems will develop if the City tries to plan for overall community policies to meet these needs rather than address the needs of specific neighborhoods and groups. Although individuals' needs and aspirations may be similar, consideration must be given to a host of environmental, economic, social, political and ethnic factors which affect their being satisfied.

Social needs are always present but they develop into social problems when no real attempt is made to alleviate them. If the City is to deal adequately with its social problems, it must begin by identifying social needs and aspirations. Some needs are now being met. The purpose of a social needs assessment is to identify social needs and aspirations that are not being met so that the City can deal with them rather than react to them.

Needs and Problem Identification:

The first step in a needs assessment process involves the identification of life (both individual and family) goals and aspirations and of socio-economic problems present in the community. This is done through direct communications with the people of the community, through statistical sources (such as agency evaluation and census data) and from personal, subjective sources (i.e., service professionals and academicians).

In order to pinpoint problems in particular segments of the population, statistics, whenever possible, should be collected so as to identify which sections of the City are affected according to age, ethnic, social and income groups.

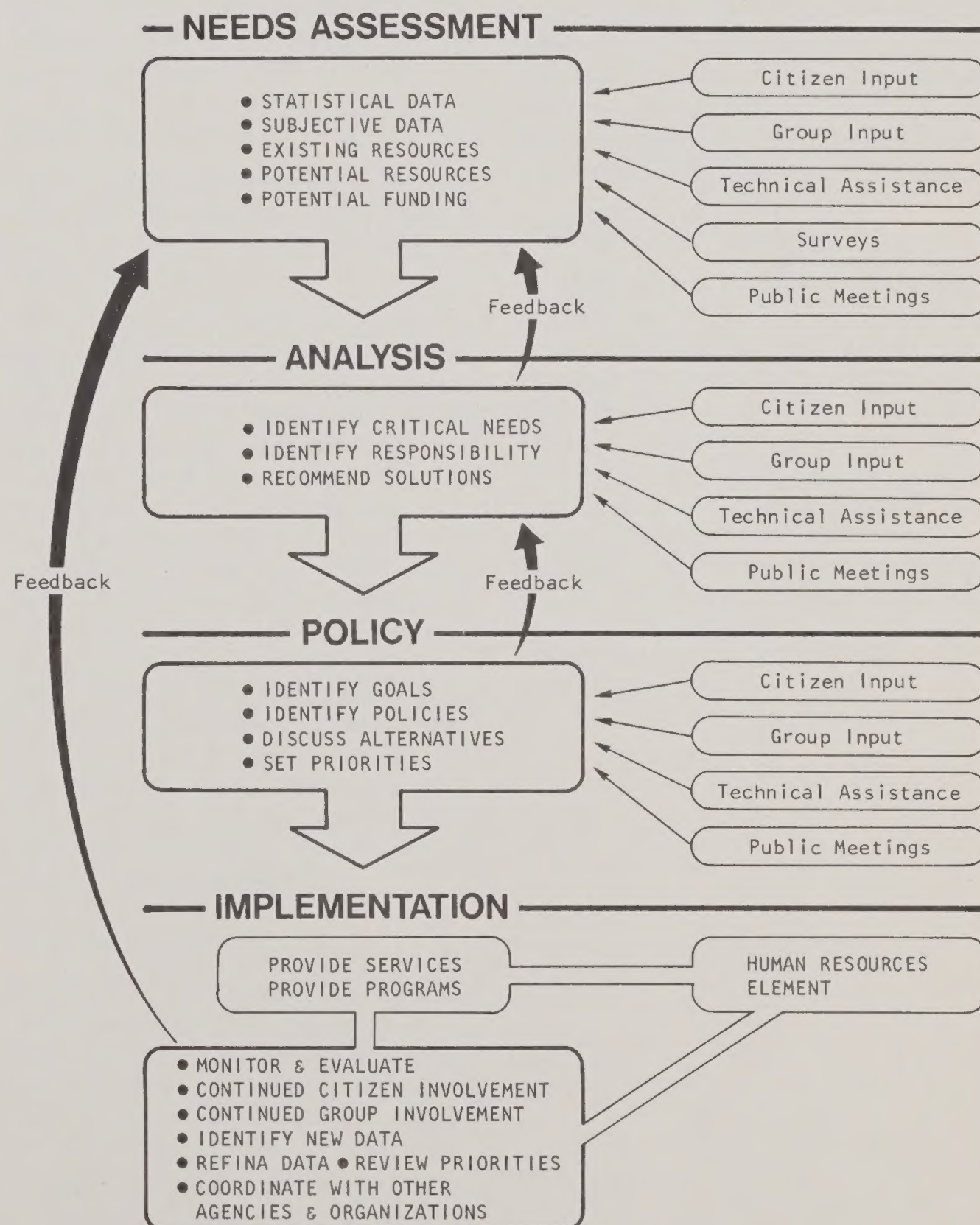
All too often, too much emphasis has been given to the use of statistical data. The

inherent weakness in such data is that it may not relay actual conditions. For example, employment statistics may show high unemployment in a middle class neighborhood as well as a low income neighborhood. The individuals in the middle class neighborhood may be out of work because of a factory or business closing. The individuals in the low income neighborhood may not have the education or skills to get jobs. The services needed would be different for each of the neighborhoods; as yet no employment statistics convey these situations.

Basic statistics should, therefore, be supplemented by information which is taken from community residents who have experienced the problem firsthand, and service "professionals" and academicians, who can recognize and suggest alternative solutions to social problems.

In order to identify social aspirations of the people comprehensively, and the extent of any social problems that are hindering the fulfillment of a good life, the needs assessment process must be based on statistical and personal and subjective resources.

SOCIAL PLANNING PROCESS



Resources Identification:

In order to know how much action to take in relationship to creating a desired future, satisfying a need or solving a given problem as well as what governmental programs exist, it is necessary to be aware also of the resources already available in the community.

Identifying existing and potential service resources is done by developing an inventory of all service groups and agencies and funding sources. This inventory should be done so that similar agencies are grouped together in order to assess the number of agencies providing similar services, to provide an indication of the level of the service and the size of the clientele served.

Program Evaluation:

The question of evaluation of the effectiveness of existing social service programs is one of the most sensitive and difficult in the entire needs assessment process. It is sensitive because one of the keys to successful social planning is the willing cooperation of the various service providers in the community. It is difficult because it is often hard to assess the success or failure of social programs objectively.

An adequate foundation for decisions regarding future action requirements necessitates a determination as to whether, in fact, the needs of the community are being served well. This requirement involves two basic measurements of data:

1. Quantity: Is the level of service adequate to meet the extent of need? This involves some assessment of the number of persons in need of the service contrasted with the capacity of the service provider.
2. Quality: Is the effectiveness of the type of service adequate to actually meet the needs of the individual or family? The determination of the quality of service provided is much more difficult than assessment of quantity; i.e., an agency may be servicing 100 persons or households by telephone calling, while another agency may be doing personal, indepth counseling to only 30.

Analysis and Responsibility Identification:

After the needs, problem and resource identification processes have been completed, the final step in needs assessment is the comparison of both information flows. Gaps between services and needs in areas of importance will suggest the need for action. Areas of responsibility must be identified to insure that the maximum amount of resources can be channeled to where they will have the greatest impact. It is important to identify neighborhoods or specific groups in which a variety of acute problems are clustered.

The result of analysis at this third step should provide sufficient information for decision makers to select specific areas or groups for priority attention and action.

Policy Development:

Policy development covers the areas beginning with the realization that a policy is needed to the final decision on what the policy should be.

The early stages in this process for the City are generally done by Staff or consultants. The City Council and all affected Commissions should also be drawn into the early stages of policy and plan preparation. As originally pointed out in the 1974 Community Workshops, too much emphasis in the past has been devoted to the physical development of the City while precious little effort has been given to social considerations. Policy development, as it relates to the quality of the human environment, social planning and human resource utilization, should, therefore, not be subservient to policies relating to economic and physical development. Rather, their interrelationships should be recognized and they should be concurrently developed and integrated in their implementation.

Program Development:

The City Council is ultimately responsible for allocating the City's monies in an efficient and effective manner that is responsive to the concerns of the City's residents. In order for the social needs of the community to be met, the City must:

1. implement some of its own programs as deemed appropriate;

2. begin taking a more active role in those activities not within the City's jurisdiction but yet having a significant influence on the City's physical and human resources development activities;
3. coordinate and regulate appropriate intra-city public and private activities; and
4. commit itself to promote the attainment of community development, goals and objectives.

In the development of a program, many considerations must be made. If a complete "needs assessment" has been done, the necessary information is available. Existing programs to continue satisfying needs should be encouraged and supported. Programs to answer specific unmet needs should be developed on a priority basis in areas where the need is greatest. Cost factors, impact on the community and the prioritization of the program by the decision makers must also be a part of the program development.

Evaluation and Monitoring:

Comprehensive social and human resource planning must be an on-going process and every effort must be made to insure that the plans developed are up to date in terms of meeting the current needs of the City's residents. Therefore, it is incumbent upon the City to establish an effective means of evaluating the relevancy of proposals and to monitor changing social conditions. In addition, there will be the need to evaluate the effectiveness of certain programs in regard to their impact upon specific target groups or their consistency with stated goals and objectives.

THE ROLE AND RESPONSIBILITY OF THE CITY IN HUMAN RESOURCE DEVELOPMENT

Reaffirming the City's commitment to the human needs of its citizens, the City has now developed the Human Resources Element to help identify the quality of social environment desired by the people and to define more clearly the various roles and responsibility of the City in the areas of social planning and social service delivery. Unlike other elements of the General Plan that deal with specific areas of concern, the Human Resources Element addresses the broad concerns of human aspirations and problems and the effective use of available resources in meeting them. Because of this, a dynamic process must be built. This process must allow the community maximum flexibility to adapt and change. Therefore, this document reflects the City's commitment to a process representing the beginning rather than a final product.

The City of Pomona has no intention of dictating a quality of life it feels is appropriate for the community. However, the City recognizes that an increasing (but not total) share of the responsibility to ensure that the human needs of citizens are met lies with City government. The City also recognizes that the ways in which city government may exercise leadership in assuming this responsibility are many and varied. In the different fields of human services it may be appropriate for the City to choose quite different role options. Without limiting those choices, there is a need for a clear statement of the City's orientation to human needs, and of the City's roles in ensuring optimal social planning and human services in the community.

For example, in all areas of human need, the City will strive to ensure that services are administered in a manner which respects the dignity of the individual and fosters self-sufficiency and individual choice.

Broad, representative, community participation at all levels in planning, programming and evaluation will be sought. The City will encourage and, in developing projects under its control, will require participation by consumers of the services and other interested citizens, as well as cooperation with related community organizations.

Finally, the City recognizes the complex network of agencies and organizations which also have responsibilities in social planning and human services. It also recognizes that the City is a partner with others in the public and private sectors. The City's commitment to better meeting the human needs of citizens is a commitment to help balance and strengthen this network to achieve the most effective use of available or developable resources. It is expected that greater coordination among all partners in the human service field will eliminate duplication of effort; but care must be taken not to eliminate a necessary diversity of programming between agencies.

What appears to be duplication sometimes proves to be meaningful differences which more effectively reach and serve different population or social groups.

The City's responsibility shall be to strive to create the desired social environment through the application of available resources to alleviate human problems and needs of its citizens in as effective a manner as possible. In carrying out this responsibility to facilitate, the City has numerous opportunities in the diversity of roles it can play. It can choose to be in the position of instigator, educator, coordinator, provider or regulator. The City, over time, may choose to expand or contract its involvement in each of these service roles. In some cases the City may even assume more than one role in an effort to meet a particular need. Inherent in any role the City might take are those of instigator and educator.

Instigator:

In many cases, cities have become the driving force, or instigator, in the demand or provision of many social services. Because the cities often control the financial resource for the provision of services, they can determine where future emphasis of services should be placed. During the course of the

social planning process, the City may determine that it wants whole new approaches to different areas of social service delivery. It could then set about "instigating" those new approaches by determining the nature and the need, its priority for alleviation, and the ultimate allocation of funding, and including the forming of new social service delivery systems and curtailing old ones.

Educator:

A necessary component of the social planning process is understanding of the concept of social planning. In many respects the City must take on the role of educator in order to enable politicians, City staff, social service providers and community participants and recipients to understand the nature and extent of problems and to function effectively. This educational process could take various forms including: the development of an awareness of the human and social goals of residents and businessmen; an understanding of the needs and aspirations of special groups and disadvantaged interests; the availability of various resources (i.e., existing service agencies, grants, inservice management and budgetary training for City funded agencies); the provision of information regarding the community.

Coordinator:

In this leadership role, the City can provide and share information with other agencies and its citizens, refer people to needed resources and services, and promote the necessary cooperation and planning between the multitude of agencies and organizations involved in human resource services development activities.

In many areas, the City of Pomona has a number of private and public agencies already providing services. For example, in the area of juvenile diversion, the City has taken advantage of the already organized agencies. In this case, the City created an umbrella agency whose job is to coordinate the efforts of several single purpose agencies that deal with juvenile delinquency and act as a referral capacity to channel delinquent-prone youth to where they can best receive assistance.

The role of coordinator can take many forms. Usually, it takes the form of an

administrative structure to coordinate and/or monitor already existing organizations. However, the role of coordinator also includes the provision of information (educator) so that agencies can better deliver services. Because the City has considerable managerial and organizational expertise, it can provide the necessary information to agencies so they can better coordinate their functions.

Provider:

This is perhaps the most visible role. The City currently provides, directly and/or indirectly, a multitude of services in the fields of housing, manpower, emergency services, protective services, recreation and community relations. With the influx of greater amounts of discretionary funds being made available to local government by the federal government, this role may increase in importance.

Regulator:

In many cases the City, by ordinance or by its contracts for service, has the responsibility for setting standards for performance. In this role, the City would act to ensure some minimal quality of life level.

POLICY FRAMEWORK

In order for the City to effectively expand and enhance its acknowledged roles and responsibility, the City adopts the following objectives and policies. The adoption of these objectives and policies will set in motion a process that will strengthen the entire community's capacity to meet the human needs of its citizens.

Objectives

- To establish a policy planning process that integrates public decisions in the physical, economic and social fields and which provides for a coordinated approach to the prevention or minimization of human problems.
- To establish an overall social services planning process and social services delivery network which significantly impact program development operations so as to effectively meet the needs of citizens, and which ensures the effective use of all community resources.

Policies

It is the policy of the City of Pomona to bring human concerns into the City's planning processes on an equal basis with physical and economic concerns by requiring social (or human) impact reports on all proposed programs and projects.

In the past, most cities have relegated social concerns to a position of lesser importance than physical or economic concerns. Because of this, many economic or physical programs implemented by decisionmakers which seemed economically or physically sound had negative repercussions on certain segments of the community.

Cities need not make unfortunate planning mistakes if social impact reports were to be made on future programs to be implemented by the City. This is not to imply that social concerns should be considered foremost before economic or physical concerns, but they should be considered equally important.

In much the same way that environmental impact reports safeguard the ecological concerns of the community, so then, social (human) impact reports will protect the individual and community concerns. Because these impact reports are relatively new concepts in terms of long range planning, the City will have to act in the role of instigator in the development of a format and criteria for social (human) impact reports.

It is the policy of the City of Pomona to develop a comprehensive information pool accessible to all, which will assist policy makers (both City and community) in making their respective decisions regarding social programs.

An integral part of the overall social planning effort is to insure that sufficient and accurate information regarding the social health and well being of the community is available. The City's role as an educator is also involved in carrying out this policy in that, with the provision of better background information and statistics, more realistic decisions regarding the prioritization of need and the allocation of resources can be made.

It is the policy of the City of Pomona to develop effective methods to secure informed citizen participation at all levels in planning, resource allocation and evaluation.

The fundamental purpose of community participation is to give citizens — especially those traditionally not involved in community decision making processes — access to local government and to provide officials with the opportunity to gain the benefits of community input to their planning program and evaluation processes. It is essential that, as the City embarks upon the needs assessment process, it does so in cooperation with social services and citizen organizations in the community. Citizen groups, particularly those representing citizens likely to be services recipients, should be included in the design and decision making social planning process. The participation of citizen groups can be obtained through advisory committees open hearings, a community organization review process, as well as through direct interviews, questionnaires and meetings.

It is the policy of the City of Pomona to provide social services directly only when it is not possible for others to provide such services, when funding becomes available to do so, or where it can be demonstrated that the City can deliver such services in a more effective and efficient manner.

With the possible exception of public safety (police and fire protection) the City does not completely provide all of any particular people-oriented services. For example, at present, the City provides a number of social services such as the public library, various cultural endeavors and recreational services. But it should also be recognized that others also provide services in these areas. The best example is in the area of recreation. In addition to City sponsored activities, numerous other cities, counties, State and Federal agencies offer a wide range of recreational opportunities. In addition, the private sector of the economy offers numerous recreation facilities. The point is that if the City can best meet a recreational demand, it should. If not, the City might instigate it or act in a referral posture or as a coordinator, depending upon the situation.

Program initiation and demonstration is a somewhat new concept (especially as it relates to a social or people-oriented service) in that it involves direct, official responsibility for the administration and operation of services programs. The program initiating function calls upon the City to demonstrate the need for a particular service by providing it. This function is characterized by the fact that each program is operated with the intention of convincing other providers that the service is needed, viable and appropriate. At the end of this service period, City administration would end. Another regular service agency would then pick up the responsibility. This process need not require direct city operation. The function could be performed through city grant/contract agreements with new or ongoing service entities or through a joint venture between a city and a provider agency.

This approach is appropriate where specific service gaps have been clearly defined and charted, and where there is good reason to believe that another agency is ready and willing to pick up the service if the demonstration proves successful.

It is the policy of the City of Pomona to contract with community agencies for implementation of programs where the City is the prime sponsor of social services.

It is not the desire of the City to establish an additional layer of bureaucracy by developing a "superagency" for the provision of social services. Where possible and feasible, the City will endeavor to coordinate the efforts of those better qualified to answer a particular need. One method is direct sponsorship of a service through a contracting agency. This means that the City employs a more experienced agency to actually provide the service under contract and administrative guidance from the City. This approach has a number of benefits over direct program service provision. First, it continues to keep City staff and Council free of operational demands. It allows them to continue policy planning as opposed to operations planning. It also permits the actual costs and responsibilities of program operation to fall upon a potentially more experienced, and efficient organization specifically geared up for the

task. This role, however, absolutely requires the development of strong City planning capabilities. Not only must such ventures be based upon firm needs assessment and priority setting activities but supported as well by firm contracting, monitoring, and evaluation capabilities.

It is the policy of the City of Pomona to insure coordination between public and private agencies in the social service field with the goal of the elimination of overlapping efforts and the defining of major areas of responsibility of each agency in the planning, administration and delivery of those services.

The coordinator function of the City in the development of a social service delivery system represents the efforts of the City to encourage, require, convince, or otherwise motivate service providers to meet the needs of the community as identified in the needs assessment of the social planning process. In the provision of many social services in the community the City does not have any direct control over the various providers. This is particularly true in the areas of health care, education and employment and manpower. In these instances the City should seek to make sure that the goals, objectives and needs of the people are being satisfied. In some cases, coordination of efforts may be all that is required to assure a better distribution of services offered.

Although this imposes a much milder administrative burden upon the City than the actual delivery of services, it confronts the City with the responsibility for developing an effective multi-pronged approach to the complex array of human services planners, funders and providers. This involves the careful documentation of citizen problems and service needs; the marshalling of political support and the ability to negotiate effectively among various jurisdictions for services and resources.

The coordination role calls for an effort to get the various and fragmented providers to synchronize their services: by dividing the area among agencies to reach more people; by operating on different days or times to expand service accessibility; by sharing facilities to maximize service resources — in short, to encourage among service providers the spirit and practice of cooperation.

In a great many cases, the City, which has not attempted to provide social services on a large scale before, may enter the discussion with greater objectivity, credibility and acceptance. At little expense effective coordination efforts can produce significant services improvement.

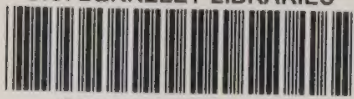
It is the policy of the City of Pomona to constantly evaluate the relevancy and effectiveness of social service programs with regard to their impact upon specific target groups and their overall impact on the human needs of citizens.

Comprehensive social planning should be an ongoing process and every effort should be made to insure that the programs developed are up to date in terms of meeting the current needs of the City's residents. Therefore, it is necessary that the City evaluate the relevancy of the proposals and existing programs and monitor changing social conditions. In addition, there will be the need to evaluate the effectiveness of certain programs in regard to their impact upon specific target groups or their consistency with stated goals and objectives.

It must be noted that within the planning process itself, one of the major tasks must be to evaluate the relative effectiveness of various alternative strategies to make a determination as to which might be most productive in meeting community needs.

In the case of the City's comprehensive planning process, the broad, long-range goals and objectives adopted by the City should be looked upon as the ultimate test for program consistency and effectiveness.

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